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CHILD SUPPORT ENFORCEMENT PROGRAM

ADVANCE PLANNING DOCUMENT FOR AN AUTOMATED CHILD SUPPORT ENFORCEMENT SYSTEM

VOLUME I OF II
APD

NOVEMBER, 1982

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Automated Child Support Enforcement System

ADVANCE PLANNING DOCUMENT

Volume I of II
APD

Prepared by

Department of Revenue
Child Support Enforcement Bureau
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Presented to

Assistant Secretary for Management and Budget
Department of Health and Human Services
Office of the Secretary
Hubert H. Humphrey Building
200 Independence Avenue
Washington, D.C. 20201

November, 1982

TABLE OF CONTENTS

Page Number

I. MANAGEMENT SUMMARY

A. Project Overview 1
B. Scope of System. 1
C. Expected Results 2
D. Project Schedule 2
E. Total Cost Estimate. 3

II. CURRENT IV-D PROGRAM STATUS

A. Current System Program Overview. 4
1. Organizational Structure. 4
2. Operating Procedures. 4
B. Montana IV-D Statistics. 6
1. State Fiscal Year 1982. 6
2. Future Projections. 6
C. Current IV-D System. 9
1. History of Current IV-D System. 9
2. Problems with Current IV-D System 12
D. Cost of Current System 14

III. NEEDS AND OBJECTIVES

A. Needs. 19
1. Case Initiation 19
2. Case Management 19
3. Financial Management. 20
4. Reporting 21
B. Objectives 22

IV. PROPOSED SYSTEM DESCRIPTION

A. System Description 23
B. Core Functional Requirements 23
1. Major Function: Case Initiation. 23
2. Major Function: Case Management. 25
3. Major Function: Financial Management 28
4. Major Function: Enforcement. 31
5. Major Function: Security 32
6. Major Function: Reporting. 32
C. System Design Objectives 38
D. Preliminary System Design. 39
E. CSEB-- Collection, Distribution, and Project Management 39
F. SRS-MIMS Archive 42
G. Various CICS Locators. 43
1. CICS System Description 43
2. Montana's Existing CICS Capabilities. 44
3. CICS Costs. 46

4. Confidentiality and Privacy CICS Access 46
5. MSPL Unit System Needs. 47
H. DOA--SBAS. 48
I. Delineation between State and Local Level Responsibilities 51
J. Delineation between Systems Manual and Automated Operations 53
K. Results of the Feasibility Study and Why the Proposed System is the Most Cost Effective Alternative. 57
1. Summary of the Proposed System. 57
2. Methodology of the Selection Process. 57
3. Supporting Considerations for the Proposed System. 57
L. Alternatives 58
1. Continuation of the Present System - Alternative I 58
2. Enhancement of the Present System - Alternative II. 58
3. Our Proposed System - Alternative III 59
4. Model II - Alternative IV 59
M. Configuration of Proposed System 60
1. State and Local Office Proposed Hardware Configuration 60
2. Security. 61

V. COST/BENEFIT ANALYSIS

A. Costs. 64
1. Equipment and Software. 64
2. Computer Programming. 64
3. Project Management. 64
4. Training. 64
B. Benefits 66
C. Benefits to Cost Ratio 66
D. Summary of Cost/Benefit Analysis 66
E. Intangible Benefits. 67

VI. PROJECT MANAGEMENT PLAN

A. Overview of the Proposed System Development Process. . . 69
1. Methodology: System Development Process. 69
2. Development Phases. 69
3. Configuration Management Plan 71
4. Facilities Management Plan. 71
5. Test Management Plan. 71
6. Implementation/Conversion Plan. 71
7. Training Plan 71
B. Project Organization 71
1. Contracted Personnel - State Policy 71
2. Develop Request for Quotation (RFQ) for a Specific Project. 72

C. Work Breakdown Structure 72
1. Project Milestones 72
2. Project Deliverables 73
3. Project Schedules, Staffing Plans, and Implementation Tasks 75

DEPARTMENT OF REVENUE

LEGAL DIVISION/CHILD SUPPORT ENFORCEMENT BUREAU

STATE OF MONTANA

November 1982

To The Reader:

The following Advance Planning Document is the result of years of research conducted by and for the Montana Child Support Enforcement Bureau. As IV-D Director, I am using this opportunity to express my thanks to and acknowledgement of all the state and local Child Support Enforcement staff for their patience with the current accounting system and their gracious input on this plan.

Specific acknowledgement is extended to the following persons (listed in alphabetic order) for their varied and worthy contributions to the design of the proposed system:

Barbara Booher, CSE Assistant Bureau Chief
Kathy Doughty, Support Payments Unit Supervisor
Marcia Jean, NAFDC Collection and Assessment Specialist
Roger Linnell, Research & Information Division Administrator
Jon Meredith, Legal & Enforcement Division Administrator
Patty Mott, Administrative Unit Supervisor
Frank Smoyer, APD Contractor
Melanie Walburn, State Parent Locator
David Waldron, Region 3 Supervisor

Invaluable assistance has been received from the Office of Child Support Enforcement and the following state IV-D programs:

Colorado
North Dakota
Utah

The eventual success of the proposed system has been ensured by the dedicated civil servants whose names and programs are listed herein.

Sincerely,

Raymond P. Linder

Raymond P. Linder
Montana IV-D Program Director

I. MANAGEMENT SUMMARY

A. Project Overview

Montana's Advance Planning Document (APD) is based upon existing Federal program requirements and the State of Montana's IV-D program needs. A needs analysis was performed to examine the existing IV-D level of automation.

Information gathering for the needs analysis was obtained through staff meetings conducted with local and state office personnel, out-of-state consultants and onsite reviews of other states.

A feasibility study was performed to define alternatives and to determine which alternative was the most cost effective and best represented Montana's automation needs.

B. Scope of System

The proposed system's functional design is discussed in depth later in this APD. Basically, the design concentrates on being essential and effective. Duplication in systems or unneeded provisions have been eliminated. More emphasis has been placed on the revenue generating activity.

The proposed APD uses modified commercially available (off-the-shelf) computer programs for the collection and distribution activities. These activities will use modified Accounts Receivable (A/R) and Payroll (PAY) packages respectively. The A/R selection is self explanatory. PAY package was selected because this type of package, in general, will support complex distributions based on the recipient's (employee's) characteristics.

The use of commercially available products complies with the Federal Acquisitions Institute's policy of Acquisition and Distribution of Commerically Available Products (ADCP) and corresponding Executive Orders.

The remaining subsystems accomplish the following:

1. Establish the financial obligation of the payor;

2. Locate a missing payor; and

3. Record and report the required financial data.

In the case of each of the above subsystems, the APD makes maximum use of the state of Montana's existing capability and eliminates the current needless systems duplication. Specifically, the APD uses the following:

1. The Montana Income Maintenance system (MIMS) to establish financial obligation;

2. The computer program CICS for locator activity; and

3. The Statewide Budgeting and Accounting System (SBAS) to record and report financial data.

C. Expected Results

By making maximum use of the existing state capabilities, the APD eliminates the need for 60% of the system's cost required if these capabilities were not properly incorporated. Not using the existing systems would create considerable development and operational costs for both the Federal and State governments.

Finally, this APD is innovative and recognizes the concept of the New Federalism. The APD stresses the true economic recovery to both the Federal and State government. Basically, it relies on the fundamental profit maximization equation that profit equals revenue minus associated costs (P=R-C).

Based on our review of the Utah CSEB experience, it is apparent that an aggressive recovery policy can significantly increase revenue. In their case, approximately 17% of the AFDC cost is currently being recovered from 25% of the payors. This is an effective collections program.

The element missing in all the systems we reviewed is a corresponding concern for control of the cost of collections. Cost control is the essential element of the collections systems.

The APD, as presented here, will permit profit maximization by allowing improved collections and control of the cost of collections.

D. Project Schedule

1. Design and Development - six (6) months (July 1, 1983 - December 30, 1983)

2. Pilot State Office Testing and Implementation - three (3) months (January 1, 1984 - March 31, 1984)

3. Statewide Implementation - three (3) months (April 1, 1984 - June 30, 1984)

E. Total Cost Estimate

The total cost is $300,000.00 which includes hardware and software.

II. CURRENT IV-D PROGRAM STATUS

A. Current System Program Overview

1. Organizational Structure

The Montana Child Support Enforcement Bureau is located within the Legal and Enforcement Division of the Department of Revenue.

The Child Support Enforcement Bureau maintains a state central office in Helena. The operational offices are divided into 4 regions across the State, with a total of seven local offices. Each local office operates under the supervision of its' Regional Supervisor. The Regional Supervisors report directly to the Bureau Chief for the Child Support Enforcement Program. The following page contains an organizational chart profiling Montana's IV-D program structure.

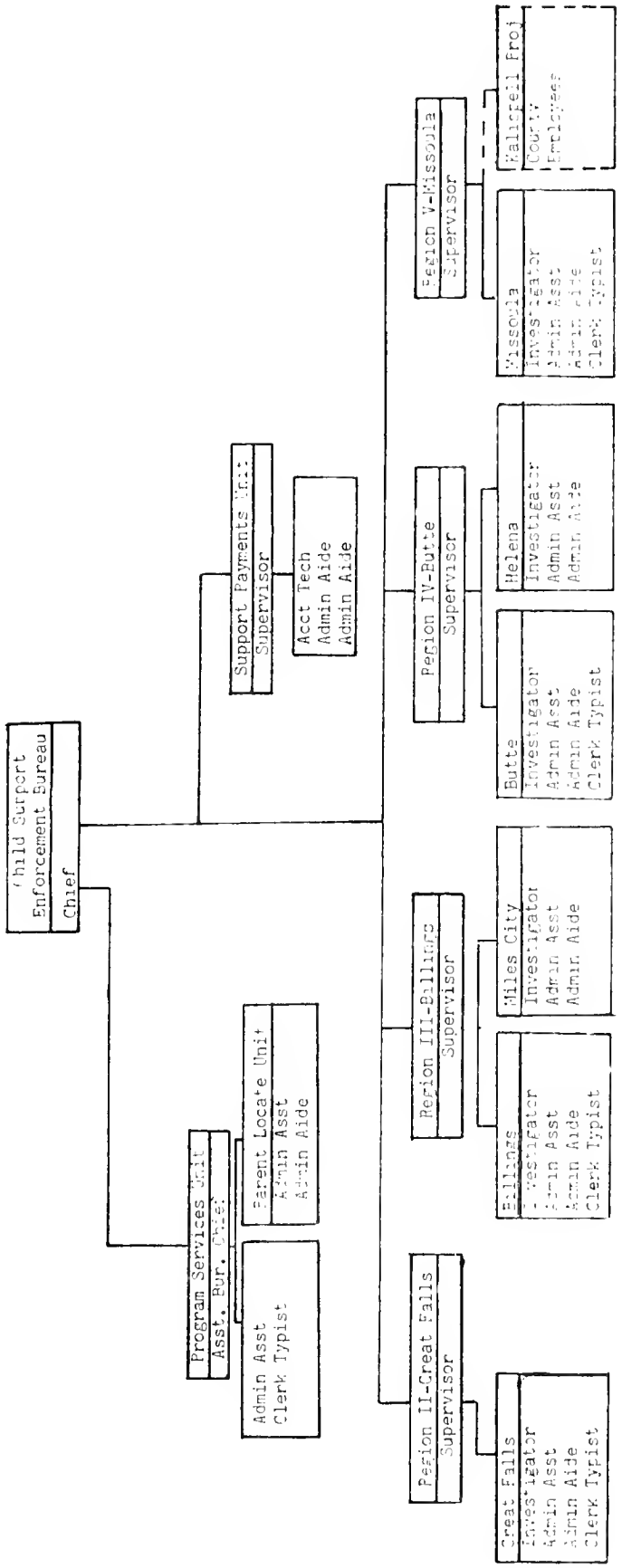
2. Operating Procedures

The Montana Codes Annotated, as well as the Child Support Enforcement Bureau Manual, the Support Payments Unit Manual, the Bradford I System Users Manual, Accounting Procedures Manual, the Locate Unit Manual, and the Department of Social and Rehabilitation AFDC Manual provide the operating procedures for the Child Support Enforcement Bureau.

The Helena Central Office is responsible for statewide policies, receipt, credit and distribution of Child Support Payments, administrative duties, training, cost allocation, fiscal control, state plan amendments, audit responses, field office reviews, legislative testimony, absent parent and asset location after exhaustion of local level location tools.

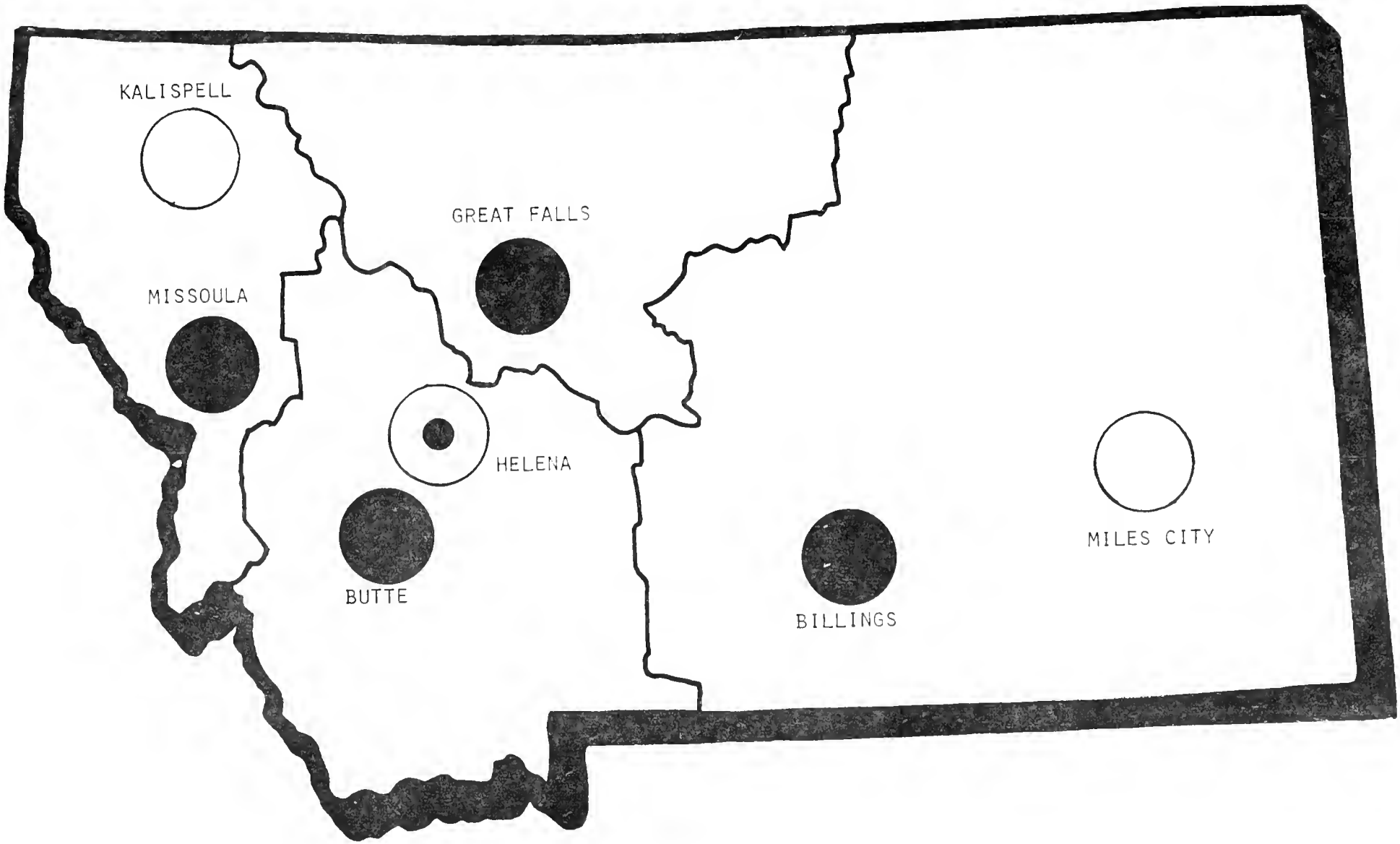
The local offices are responsible for absent parent and asset location locally, establishing support obligations, enforcing and collecting in compliance with court or administrative orders, determining an absent parent's ability to pay, and performing overall child support casework. Specific duties and responsibilities of Child Support Enforcement Personnel are published in the Child Support Enforcement Manual.

EXHIBIT 1.
MONTANA CSEB ORGANIZATION CHART



Montana Child Support Enforcement Bureau

REGION & OFFICE LOCATIONS



B. Montana IV-D Statistics

1. State Fiscal Year 1982 (FY-82)

The total caseload for the Montana IV-D program in FY-82 was 27,476 cases. This figure represents 25,593 AFDC cases and 1,883 non-ADFC cases. During FY-82, for the entire caseload, 6,763 cases were opened and 5,767 cases were closed. Opened AFDC cases numbered 6,490 while non-AFDC cases opened were 273. Of the 5,767 cases closed 5,347 were AFDC and 420 were non-AFDC. Sampling conducted during the "Montana Project Review" (see appendix) revealed that 50% of the absent parents in Montana quit paying after the first three months of initial payment.

During FY-82, 708 cases had obligations established. Of these cases, 654 had support obligations only, and 54 were cases where paternity was established. Of the 2,292 cases located, 2,090 were AFDC and 202 were non-AFDC.

Gross collections from FY-82 totaled $1,703,526.00. $1,128,863.00 was distributed from AFDC cases and $524,102 was distributed from non-AFDC cases. A comparison of AFDC payroll costs to AFDC distributed collections shows that payroll costs for FY-82 were $18,455,950.00 against AFDC distributed collections in the IV-D Program of $1,128,863.00, resulting in reimbursement of 6.1% of the AFDC payroll.

Expenditures for FY-82 total $1,067,986.00. A further breakdown of expenditures is given in Subsection D of this section entitled Cost of Current System. Total distributed collections divided by total expenditures yields a cost benefit ratio of $1.55 collected for every $1.00 spent, which shows that the IV-D program in Montana is as a whole doing well. Comparing total costs to AFDC distributed collections, the cost benefit ratio is $1.06 collected for every $1.00 spent.

2. Future Projections

Each year over one million American marriages end in divorce, disrupting the lives of more than three million men, women, and children. More than 40% of American marriages contracted in the 1980's are expected to end in divorce, and by the 1990's only 56% of the children in the United States will spend their entire childhood living with both natural parents.

No-fault divorce laws have shifted the focus of the legal process from moral questions of fault and

responsibility to economic issues of ability to pay and financial need. Today fewer husbands and wives fight about who-did-what-to-whom; they are more likely to argue about the value of marital property, her earning capacity; and his ability to pay.

When child support is not paid and a family falls below the poverty level, taxpayers become responsible for child support. Without child support, the poverty level for mother only families rises from 12% to 18%. We believe that parents should pay for the support of their children to the extent possible.

In the Montana Child Support Enforcement Bureau, between state FY-81 and state FY-82, AFDC distributed collections increased by 18%. The projected increase in total AFDC collections for FY-83 is 22%. IV-A referrals to IV-D are projected to increase 2% for FY-83.

Note: Statistics provided on this page are summarized by a table which appears on the next page (Exhibit 2).

EXHIBIT 2.
CURRENT STATISTICS FOR THE MONTANA IV-D PROGRAM
STATE FISCAL YEAR 1982

A. CASELOAD	AFDC	NON-AFDC	TOTAL
1. Total IV-D Caseload	25,593	1,883	27,476
2. Cases Opened	6,490	273	6,763
3. Cases Closed	5,347	420	5,767
4. Cases on Brad. I	15,674	1,883	17,557
B. SUCCESSFUL ACTIONS			
1. Number of Locations	2,090	202	2,292
2. Number of Paternities Established	46	8	54
3. Number of Support Obligations	654	0	654
C. COLLECTIONS			
1. Gross Collections			1,703,526
2. Distributed Collections	1,128,863	524,102	1,652,965
3. Percent of AFDC Payroll Reimbursed by IV-D Collections			6.11%
4. AFDC Payroll Costs			18,455,950
D. Cost Benefit			
1. Total Expenditures*			1,067,986
2. Ratio - Total Distributed Collections: Total Expenditures			1.55:1
3. Ratio - AFDC Distributed Collections: Total Expenditures			1.06:1

* A further breakdown of expenditures appears in subsection D of this section, entitled Cost of Current System.

C. CURRENT IV-D SYSTEM

1. History of Bradford I.

The Bradford I accounting system was acquired in mid-1976. The needs analysis and functional requirements were identified by the Department of Revenue's Audit and Accounting Division, not the IV-D Program. The newly acquired accounting system was installed and operated by this (A & A) division. The Child Support Enforcement Bureau was housed under the Department of Revenue's Investigation Division. Outlined below are the functions undertaken by each division:

a) Department of Revenue/Audit and Accounting Division

1. Posting account payments onto the computer system;
2. Reconciling Bradford with SBAS;
3. Housing of coumputer generated reports;
4. Financial and statistical reporting for the Child Support Enforcement Program; and
5. Maintenance and cash error corrections.

b) Department of Revenue/Child Support Enforcement Bureau

1. Identified money documents for posting;
2. State and local offices were responsible for input; of account file maintenance; and
3. Recovery of payments sent out in error.

Problems arose from this division of tasks, some are identified below:

Child support offices were blindly updating a computer system without receiving printouts listing the account status being changed or added.

System needs were not being met in a timely or accurate manner.

System control was scattered.

The Child Support Enforcement Bureau, under the direction of a new Bureau Chief, attempted to rectify the problems through technical assistance solicited from the Denver Regional Office of Child Support Enforcement. An ADP Specialist from OCSE and later a consultant from NICSE evaluated Montana's current accounting and case management operations. Their recommendations and findings are included in the appendices of this APD.

Several phases of implmentation were scheduled based on the recommendations provided by the consultants:

Phase I

- IV-D established a centralized unit, the Support Payments Unit, which is responsible for all input to the Bradford I system.

- Local offices were realigned regionally with satellite offices.

Phase II

- Provided user orientation through policy manual and staff meetings and instuctions for user completion of input forms.

- Provided several computer printouts to the local offices (alpha case listing and weekly/monthly cash receipts journal).

Phase III

- Local offices placed all cases being worked onto the computer system.

Phase IV

- Bradford system enhancements were implemented for:

. Financial and statistical reports sorted by AFDC and NAFDC;
. Multi-family code added to the update error listing;
. IV-D case number listing on the master file;
. Addition of account type to the OCSE-CR-2 Collections Report;
. Document number sequence was added to the Cash Receipts Journal;
. Weekly edit of file maintenace was established.

The above phases did improve the overall attendance to the Bradford system, however, new problems arose. To identify these problems and intervene in problem solving an in-house audit was performed. Recommendations and action taken are displayed in the appendicies. Basically, it was determined that users still lack an understanding of what Bradford's capabilities were and further DP changes need to take place:

. With all cases being put on the computer system, no time was available to monitor the ever growing caseload and perform necessary file maintenance.

- Duplicate accounts existed on the same obligor that represented identical information due to 47 character key.
- Arrearage fields were showing overpayments;
- Accounts were closed with high arrearages still owing;
- Unestablished paternities were placed on the system with unknown fathers;
- Absent parent address information missing;
- Recipient name was distorted with an identifier of "Montana Repayment" displaying a recipient fraud collection;
- Collection Reports illustrated the entire case load with a small percentage being credited for payment.

Action was taken on most of the above problems. The operational problems were identified and a technology transfer was proposed with the states of North Dakota and Utah. Several Montana IV-D staff visited these two states.

The North Dakota manual operations were reviewed. The problems Montana CSEB was having with limited automation led us to believe that reverting back to a manual system would alleviate most of those problems. As a result, the Montana CSEB developed several manual sub-systems to handle Bradford I deficiencies. Lack of staff prohibited total manual conversion as a response to the limited benefits of Bradford I. Technical assistance was then requested of Bradford in Boston, Massachusetts to answer minor operational procedures. Unfortunately, Bradford indicated these questions could not be answered without expensive on-site consultant review. CSEB determined such a review would not be cost effective nor was such a review warranted for simple technical questions. Through trial and error CSEB found a solution.

Due to its reputation for an effective collections system, the Utah program was reviewed. A staff member was sent to monitor computer capabilities and enforcement techniques. Although impressive in size and scope, the Utah system plans for a total interaction between IV-A and IV-D and captures an incredible amount of detail which is excessive for Montana CSEB needs. The major disadvantage of the Utah system is that it is not user friendly. Because the system monitors so many facets of IV-A and IV-D interface the user is overwhelmed with input forms and does not benefit from receiving an immediate feedback from the update documents. Although this does not hinder Utah's effectiveness, Montana is demographically sparse and geographically spacious. The major cities are scattered throughout the state where as in Utah the population hub is in the Salt Lake City area. Considering Montana's population configuration, and size, the IV-D program requires the ability to communicate with all IV-D staff and provide them the means for immediate data

retrieval and update to facilitate location, collection, and enforcement.

2. Problems with Current IV-D System

The Montana IV-D Program has several problems with it's current system.

Problems have been identified by the Child Support Enforcement Bureau staff, out-of-state consultants, and through several on-site reviews of other state's child support enforcement operations.

The identified problem areas can be broken down as follows:

a. Lack of Accountability

- No chart of accounts (payment history) exists. Certification of payments are manually produced by CSEB for URESA's, court appearances, client requests and for referral to the federal and state tax offset programs.

- Lack of a complete case management system. No automated monitoring of locate activities. No automated monitoring of judicial or administrative enforcement. No automated tracking of cases by investigator, priority assigned, or by IV-A county history information.

- All statistical reports are produced manually. OCSE-3; Analysis of CSEB Operations (performance data by employee); OCSE-34; OCSE-41; OCSE-25; and OCSE-65.

- Arrearage fields continue to grow if the absent parent's support obligation is left in on a closed account.

- Reconciliation must be performed manually with SBAS and CSEB manual records for account receivables. No account by account reconciliation pertaining to distribution can be performed.

- Lack of ability to breakdown an arrearage payment on one account if the absent parent has obligations due to the state and due the recipient. Two accounts must be set up for the absent parent enabling distribution to be accurately performed.

- Lack of being able to track an Absent Parent History Profile after locate attempts have been made. This causes duplication of effort. A referral for locate will be received on an absent parent after the individual had been located within a 6 month period of time. All location efforts must be redone.

b. Lack of Efficiency:

- Inability to change an account after monthly master file creation.

- Maintenance file (account update & addition) and Cash file operate independently of each other.

- Duplication of effort with current identifying and posting procedures.

- Standard legal forms are produced manually.

- High volume of bookkeeping amongst IV-D workers takes time away from other functions such as locate, establishment, enforcement at the local office and collections processing at the state office level.

- Locate access methods cause ineffeciency for CSEB staff and other state agencies. Massive data input results in slow computer response and back log of output.

c. User Dissatisfaction:

- Inability to adopt to new enforcement/collection techniques. Example: wage assignments, writs of executions, unemployment benefits intercept, military allotments, federal and state tax intercept programs, notice of levy and in excess of and terminated AFDC collections.

- Master file is created in an untimely manner. No flexibility exists to generate master file any quicker.

- Inability for locators to have onsite terminal access to CICS. Locators must physically move to two different buildings utilizing three different terminal sites at designated times only, to obtain information on missing absent parents.

D. Cost of Current System

(State Fiscal Year 1981) -- July 1, 1980 - June 30, 1981
(State Fiscal Year 1982) -- July 1, 1981 - June 30, 1982

The following tables (Exhibits 3 & 4) list the cost of Montana's current system for state fiscal years 1981 (FY-81) and 1982 (FY-82). Expenditures have been divided into four main categories:

1. Personnel costs (non-ADP, ADP & DP)

2. Operating Expenses (non-ADP, ADP & DP)

3. Equipment (non-ADP, ADP & DP)

4. All other expenses.

Detail of the program cost is represented in each of these categories. Total expenditures for the IV-D Program were $1,150,059.00 in FY 81 and $1,067,986.00 in FY 82.

EXHIBIT 3.
COST OF CURRENT SYSTEM FY 81

1. Personnel Costs		
FTE Salaries	$434,483.79	
Fringe Benefits	86,467.01	
Total Personnel Expenses		$ 520,950.80
Subtotal Non-ADP Personnel Costs	203,170.81	
Subtotal ADP, DP Personnel Costs	317,779.99	
2A. Operating Expenses (Non-ADP)		
Insurance & Bonds	1,335.00	
Laboratory Testing	18,891.91	
Legal Fees & Court Costs	66,446.82	
Equipment Maintenance	355.44	
Commissions	2,713.80	
Private Legal Counsel	31.88	
General	150.94	
Janitorial	39.24	
Office Supplies	10,007.18	
Photo & Reproduction	2,361.71	
Professional Supplies	512.43	
Gasoline	2,317.21	
Books	720.55	
Electrical	2.46	
Paper Products	5.58	
Telephone	13,233.28	
Postage & Mailing	8,585.99	
Messenger Services	4.00	
Post Office Box Rental	48.00	
Travel	6,630.77	
Building Rent	23,949.76	
Office Equipment Rental	4,676.43	
Other Equipment Rental	15.00	
Postage Meter Rent	228.00	
Meeting Room	80.00	
Repair & Maintenance	3,852.21	
Other Expenses	1,647.46	
Total Non-ADP Costs		$ 168,843.05

2B. Operating Expenses (ADP, DP)			
Consulting & Professional Services	$ 418.60		
Data Processing Services	22,851.65		
Printing	8,799.73		
Storage Fees	4.95		
Micro-film Services	1.69		
Charts	45.50		
Microfilm Supplies	19.60		
Telephone	13,233.28		
Telegraph & Teletype	472.25		
Postage & Mailing	3,679.71		
Travel	2,210.26		
Total ADP, DP Operating Costs		$	51,737.22
3A. Equipment (Non-ADP)	$ 5,851.25		
3B. Equipment (ADP & DP)	-0-		
4. All Other Costs	$402,676.67		
Total Current System FY 81		$1,150,058.99	
Total Non-ADP Expenditures FY 81		780,541.78	
Total ADP & DP Expenditures FY 81		369,517.21	

EXHIBIT 4.
COST OF CURRENT SYSTEM FY 82

1.	Personnel Costs		
	FTE Salaries	528,391.55	
	Fringe Benefits	108,918.04	
	Total Personnel Expenses		$ 637,309.59
	Subtotal ADP & DP Personnel Costs	388,758.85	
	Subtotal Non-ADP Personnel Costs	248,550.74	
2A.	Operating Expenses Non-ADP		
	Insurance & Bonds	368.90	
	Laboratory Testing	5,188.60	
	Legal Fees & Court Costs	6.00	
	Payroll Services Fees	1.30	
	Commissions	5,783.77	
	Private Legal Counsel	6,184.25	
	General	161.04	
	Janitorial	87.90	
	Minor Tools	(6.07)	
	Office Supplies	8,618.79	
	Photo & Reproduction	1,915.87	
	Professional Supplies	1,475.38	
	Gasoline	2,252.95	
	Carpentry Supplies	13.88	
	Books & Reference Materials	2,455.14	
	Shipping Material	21.25	
	Telephone	18,956.24	
	Postage & Mailing	9,198.36	
	Messenger Services	2.00	
	Post Office Box Rental	201.33	
	Advertising	438.58	
	Travel	9,988.57	
	Building Rent	28,715.99	
	Office Equipment Rental	5,260.89	
	Postage Meter Rent	213.75	
	Meeting Room	174.00	
	Repair & Maintenance	3,714.70	
	Other Expenses	4,064.51	
	Total Non-ADP Operating Expenses		$ 115,457.87

2B. Operating Expenses (ADP, DP)			
Consulting & Professional Services	17,110.68		
Data Processing Services	18,750.57		
Printing	4,983.74		
Storage Fees	74.56		
Microfilm Services	197.58		
Telephone	18,956.24		
Telegraph & Teletype	254.54		
Postage & Mailing	3,942.15		
Travel	3,329.53		
Mail-A-Gram Rental	1,188.83		
Total ADP & DP Operating Costs		$	68,788.42
3A. Equipment (Non-ADP)	14,177.66		
3B. Equipment (ADP & DP)	11,105.65		
4. All Other Expenses	221,146.81		
Total Current System FY 82			1,067,986.00
Total Non-ADP Expenditures FY 82			599,333.08
Total ADP & DP Expenditures FY 82			468,652.92

III. NEEDS AND OBJECTIVES

A. Needs

Feasibility study and needs analysis research have revealed four major need areas which will require ADP services. The four areas are:

1. CASE INITIATION

Problems arise in several aspects of the case initiation process.

- The key identifier in Bradford I requires a large field of information (47 character keys). This feature results in duplicate cases, erroneous distribution, inadequate management and statistical reporting, and excessive FTE correction effort.

- Current referrals from IV-A to IV-D are not consistently made within the required two-day time frame in many regions and incomplete information on the referral form is typical. Lack of automated referral causes duplicate interviews with recipients and returned referral forms to IV-A for completion.

- Production and modification of all legal and administrative documents is done manually, a time consuming manner.

2. CASE MANAGEMENT

Problems encompassing all those activities necessary to obtain and maintain payments of child support were divided as follows:

- Location sources are not interfaced statewide nor locally automated. Monitoring, tracking, follow-up searches and inquires, archiving, storing and retrieving cases is done manually both at the state and local level which results in a time consuming and often frustrating use of location sources and personnel. Currently, no automated reporting exists.

- Establishment of support obligation (including paternity) requires a manual record of administrative and judicial hearing dates, case status, blood test and polograph results which currently can not be adequately maintained by the limited staff available. Formulas for determining the amount of support obligation are calculated

manually on an individual case basis which is both time consuming and lacks statewide uniformity due to errors in formula application. Caseload assignments are variable and activities performed by caseworkers are not automated resulting in difficult management analysis and statistical reporting.

- Enforcement techniques (warrants, wage assignments, writs and liens) applied cannot be monitored nor tracked effectively resulting in collection crediting and disbursement problems between IV-D and court systems. The current system has no ability to provide a chronological payment history by absent parent. Deliquency lists are manually produced and delinquent billing, using the current system, is grossly inadequate.

3. FINANCIAL MANAGEMENT

Problems involving collection and disbursement received the majority of complaints from both the state and local offices during the feasibility study and needs analysis. The financial area problems are divided into the following four categories:

- Billing manually is prevented by heavy caseload. Since previous experience would indicate that billing increases collections, a lack of billing results in a loss of collections. An automated statewide billing system would increase collections and possibly maintain some payors.

- Distribution procedures are complex due to the regulations governing the distribution of AFDC child support collections and the inflexibility of the current IV-D system in distribution of arrearages, in-excess-of-payments, terminated AFDC payments or overpayments. A statewide automated system would doubtlessly eliminate some of the confusion over regulations, subsequent underpayments and overpayments, and account crediting problems.

- Financial Case Management is performed manually by the local office staff. A large caseload, limited staff, and inaccurate payment records prevent generation of a payment history by absent parent. At the end of the month, current AFDC collections must be reported to local IV-A. Manual processing of the information proves to be time consuming and untimely; resulting in delayed payments to families and corrections to previous distributions.

. Account Management and Maintenance needs were identified as:

a. ability to split payments to multiple payees;

b. ability to have a current account for the absent parent as well as an arrearage account for the same absent parent.

c. ability to refer current collections to AFDC and arrearage collections to AFDC by date and county where arrearage was originally accrued; and

d. timely notification between IV-A and IV-D of changes in recipient eligibility, non-cooperation, good cause, demographic information, absent parent's location, child support collections, reimbursement of public assistance, fraud, and case closures.

4. REPORTING

Data collection, analysis, and report preparation require a large segment of the State and Local Child Support Enforcement staff time. In both instances a statewide automated system could either produce the reports or supply the data needed for the necessary financial, management, and statistical reports.

B. Objectives

To meet the IV-D needs, the Montana Child Support Enforcement Bureau has developed the following objectives from needs analysis research:

1. An enhanced automated financial accounts receivable system providing collection, distribution, maintenance, monitoring, and billing capabilities.

2. An automated capability to determine, collect, and distribute to multiple payees.

3. Automated capability to support the location of absent parents and their assets, establishment of support obligations, and enforcement through a file management system via telecommunication.

4. Automated production of Federal and State reports.

5. Automated production of financial, statistical, and management reports providing information regarding IV-D cases from referral/application through collection and enforcement with electronic spread sheet capabilities.

6. Automation of location and enforcement services wherever possible, e.g., interfaces with the Montana Division of Motor Vehicle, the Montana Department of Labor and Industry, the Federal Parent Locator Service, IV-A Agency, the Montana Department of Institutions, the Montana Department of Criminal Justice, the Montana Department of Fish, Wildlife and Parks, and the Montana Department of Revenue.

7. Automated tracking of case prioritization.

8. Improvement of IV-A/IV-D interface.

9. Integration and identification of IV-D recipient/applicants and absent parents into a statewide interactive automated IV-D system.

10. State and Federal tax refund intercept case extraction capability.

11. Production of all documents through automation.

12. Automated calendaring of caseload and upcoming events for all Child Support Enforcement Bureau staff.

IV. PROPOSED SYSTEM DESCRIPTION

A. System Description

The Montana Child Support Enforcement Bureau's (CSEB) Advance Planning Document (APD) is based on analysis of the following:

1. CSEB Program Needs;
2. Federal program and reporting requirements;
3. Operational problems with the current Bradford I System;
4. The Montana data processing standards and operation environment;
5. Documentation of the Model II, Utah and Indiana Systems;
6. An on-site visit to the State of Utah and North Dakota; and
7. Conversations with DHHS representives.

B. Core Functional Requirements

This portion of the APD presents the mandatory core requirements which were developed from the Montana needs analysis study. These requirements were separated into components shown here as major functions of the proposed system. Each of the six major functions has been further divided into several sub-functions and each sub-function includes various activities.

1. Major Function: Case Initiation

a. Sub-Function Requirement: Accept and Uniquely Identify Case

1) Accepting cases for establishment:

   a) AFDC referrals from IV-A

   b) Non-AFDC applications

   c) Non IV-D applications requesting IV-D service, specifically spousal support and parental kidnapping cases

2) Cross-reference all recipient/applicants to any existing case within the AFDC program.

3) Allowing transfer of automated records from the former region to the new region processing the case.

4) Allowing establishment of records for absent parents for whom a court order does not exist.

5) Allowing automated transfer of mandated case information among IV-A and IV-D.

b) Sub-Function Requirement: Track Assigned Priority

Providing system capability for tracking the priority of cases based upon the potential of collection. See appendix for Priority Flow Charts.

c) Sub-Function Requirement: Case Status

Providing system with capability of accepting and maintaining the status of cases such as:

1. Active: Successful collection action or work is possible;

2. Inactive: Immediate collection action or work is not possible; and

3. Closed: No possibility of successful collection exists.

d) Sub-Function Requirement: Case Types

Providing system with capability of accepting and maintaining the various case types as follows:

1. Paternity

2. Foster Care/Wards of the State

3. Aid to Families With Dependent Children Cases (AFDC)

4. Non-Aid to Families with Dependent Children Cases (NAFDC)

5. URESA

6. NAFDC-Locate Only

7. Non-URESA/Interstate Cooperation

8. Arrearage

2. Major Function: Case Management

a. Sub-Function Requirement: Case Updating

1) Allowing automated records to be added, changed, and deleted as required.

2) Allowing duplicate records to be merged. For example, it may be discovered that a case was established both prior to and after a court order, resulting in two separate cases being on record. The system will allow for those records to be combined.

b. Sub-Function Requirement: Location Activities

1) Maintaining a record of location requests and responses.

2) Providing automated capabilities for requesting location and asset information and processing responses and requests from other agencies. Some of the agencies considered for automatic exchange of location and asset information are:

a) Montana Department of Labor and Industry

b) Montana Division of Motor Vehicles

c) Montana Department of Justice

d) Montana Division of Worker's Compensation

e) Montana Department of Institutions / Division of Adult Parole and Probation

f) Federal Parent Locator Service

g) Chilton National Credit Bureau

h) Trans-Union Credit Bureau of America

i) Credit Bureau Incorporated of America

j) Montana Department of Revenue

k) Montana Department of Fish, Wildlife and Parks

l) Montana Gross Vehicle Weight Division

m) Montana Department of Social and Rehabilitation Services

3) Providing automated capabilities to establish Absent Parent History Profile on cases referred to the location unit. Cases would be composed of both in-state and out-of-state requests and would contain all identifying data, submittal and response dates, and results of searches.

4) Maintaining a record of asset location requests and responses.

5) Automate where possible asset location requests and responses to other agencies. Some of the agencies considered are listed in item 2 above.

6) Automated capability to support the establishment of paternity, absent parent location and parental kidnapping cases.

7) Capability to monitor and track locate case referrals both in and out-of-state.

8) Provide necessary operational reports to aid parent location process.

9) Capability to perform follow-up searches and inquiries.

10) Capability to archive and store old case information and to retrieve these cases for audit and other reasons.

11) Capability for case processing e.g. processing through automated edit, rejection of cases if critical element is missing, immediate entry of case information in Absent Parent History Profile when new case initiated or case is re-submitted.

12) Provide management reports to evaluate the timeliness and effectiveness of source responses and MPLS operations - TO INCLUDE:

a) Requesting office case load reports

b) Source and Timeliness Reports

c) Out of State and FPLS Referral reports

d) Location reports

c. Sub-Function Requirement: Administrative Process

1) Maintaining a record of administrative hearings, dates, status, legal case history, results, locations, etc.

2) Maintaining records of in-state and out-of-state URESA requests and status.

3) Providing an automated production of administrative documents.

d. Sub-Function Requirement: Paternity Establishment

Maintaining records of paternity activities such as hearing or court dates and locations, case status, legal history, addresses of alleged father, witnesses or judges.

e. Sub-Function Requirement: Obligation Establishment

1) Maintaining a record of bank account numbers, locations of banks and account name for asset location once absent parent has ceased to pay child support.

2) Processing multiple orders of any absent parent.

3) Developing an automated formula for determining the amount of support due, arrearage, overpayment, etc.

4) Maintaining a chronological record of the initial obligation and any modifications.

f. Sub-Function Requirement: Case Aging/Tracking

1) Providing a statistical report by investigator showing the investigator's caseload by priority and activities performed during the month, including a Summary by county, region and state.

2) Allowing a reason code to be entered when a case status is changed to inactive or closed, and provide a report showing the inactive and closed cases by reason code.

3) Providing for a calendaring (case review dates) capability to be established for a case

and produce weekly reports for the investigator showing cases due for review next week.

g. Sub-Function Requirement: Automated IV-D/IV-A Information Exchange

1) Inquiry access of IV-A information MIMS(Montana Income Maintenance System) via CSEB terminal .

2) Reporting changes in the status of "good cause" to IV-D.

3) Reporting changes in recipient status and changes to the family budget unit to IV-D.

4) Reporting recipients who received excess payments from IV-D but did not report these payments to IV-A on their Monthly Status Report.

5) Reporting new or reopened AFDC cases eligible for IV-D which are not established on the IV-D system.

3. Major Function: Financial Management

a. Sub-Function Requirement: Accounting Management

1) Designing a system to provide audit trails for financial transactions.

2) Allowing sub-accounts to be established for any case type.

3) Allowing for disbursements to the absent parent.

4) Allowing an account to be coded as arrearage referral to IRS or State Tax Offset programs.

5) Providing a report showing satisfaction of liens, writs, and warrants for absent parents.

6) Providing a report showing incentives to be distributed by the county by absent parent to other jurisdictions.

7) Providing a report showing incentives due the county from other counties or regions by absent parent order.

b. Sub-Function Requirement: Billing

1) Providing the capability to generate three types of bills to obligors:

a) current support only

b) current support and arrearage

c) arrearage only

2) Allowing for billing function to be terminated for any particular absent parent.

c. Sub-Function Requirement: Payment Receipt

1) Maintaining a financial history of payments received and the ultimate destination of that payment.

2) Indicating the method of payment:

a) cash

b) money order

c) check including: bank name, address and code

3) Allow for collection of spousal support.

4) Establishing a posting procedure to automatically allocate payments into any of the accounts.

5) Indicating the manner in which payment was obtained through use of following cash codes:

a) Wage assignment

b) Garnishment

c) Lien

d) Voluntary

e) Lump sum settlement

f) Unemployment intercept

g) Federal or State Income Tax Offset

h) URESA

i) Commercial Collection

j) Warrant for Distraint

d. Sub-Function Requirement: Distribution

1) Distributing AFDC and non-AFDC current and arrearage collections as per federal regulations.

2) Distributing federal, state and county shares of refunds.

3) An automated interface between the IV-A and IV-D systems providing:

a) Automated referral of IV-D child support collections to IV-A

b) Automated referral of recipient eligibility to IV-D based upon periodic redetermination of eligibility by IV-A

c) Automated access by IV-D to recipient grant history

4) Allow for distribution of spousal support collections.

5) Allow for the distribution of in excess of AFDC payments to recipient and notification to IV-A county Department of Public Welfare.

6) Allowing for termination of AFDC payments to recipient.

7) Coordination of absent parent arrearage history with recipient grant history.

e. Sub-Function Requirement: Account Maintenance

1) An automatic debit of monthly obligation to absent parent's account.

2) Processing administrative costs via Statewide Budget Accounting System (SBAS).

3) Maintaining absent parent arrears by the date accrued and the county that incurred AFDC expenditures.

4) Maintaining FIPS Code on sub-accounts for incentives by case.

5) Allowing interest to be calculated and charged on judgements.

4. Major Function: Enforcement

a. Sub-Function Requirement: Delinquency Notification

1) Providing delinquency reports at the region level in the following groups:

a) Partial payments last month

b) No payment for 30 days

c) No payment for 60 days

d) No payment for over 90 days

2) Providing a mechanism for suppressing delinquency reporting of an absent parent.

b. Sub-Function Requirement: Support Enforcement

1) Providing the capability for recording enforcement activity such as:

a) Warrant for Distraint

b) Wage assignments (voluntary and/or court ordered)

c) Wage garnishments

d) State and Federal Income Tax offset

e) Unemployement Benefit Intercept

f) Writ of Execution

g) Delinquent Billing

h) URESA

i) Commercial Collection

j) Others

2) Providing automated form generation for legal documents used in support enforcement.

3) Providing where possible automated methods for enforcement such as:

a) Generating automated requests to state and federal agencies for interception of absent parent tax refunds.

b) Providing automated interface with the Department of Labor and Industry for obtaining support obligations from unemployment compensation insurance disbursements.

5. Major Function: Security/Privacy

The sub-function requirement will provide necessary security to access the system by IV-D workers. This security can be implemented through the use of passwords that form audit trails through operator identification which prevents unauthorized access to confidential information.

6. Major Function: Reporting

Generation of reports is a combination of several commercially available software packages and inquiries of existing state systems.

a. Subfunction Requirement: General

1) Allowing for reports to be generated in more than one sequence,

2) Implementing a sort capability to allow the state office to specify:

a) Sort type

b) Number of copies

c) Suppression of a report

d) Hard copy or microfiche inquiries of existing state systems.

b. Subfunction Requirement: Case Management Reporting

1) Cross-reference Reports To Include:

a) Recipient/Applicant name

b) Absent parent name

c) Case worker

d) Absent parent social security number

e) Recipient social security number

f) Recipient/Applicant name and address

g) Absent parent name and address

2) A Case Aging/Tracking System to monitor and review cases for enforcement, collection and locate includes:

a) Case status (open, inactive, or closed)

b) Case type (paternity, locate, AFDC, NAFDC etc...)

c) Case priority

d) Judicial or administrative hearing dates

3) Inquiry To Other State Systems (MIMS):

a) A report of AFDC approved cases eligible for IV-D which are not established on the IV-D system.

b) A report of changes in recipient status and changes in recipient location.

c) A report detailing AFDC payroll of grant amounts paid monthly, year-to-date, and inception to date.

C. Subfunction Requirement: Financial Reporting

1) An absent parent statement of accounts receivable report to detail:

a) Balance

b) Charges

c) Interest

d) Fees

e) Adjustments

f) Prepayments

g) Payments

2) A statement of accounts payable report to detail:

a) Distribution of AFDC collections for each county capturing federal, state and county Federal Financial Participation, refunds of public assistance, payables, and total incentives received and disbursed.

b) Federal incentives to pay report due this county from other counties, and state earned incentives based upon recovery of public assistance monies.

c) Reconciliation report of accounts receivable/payables.

d. Sub-Function Requirement: Enforcement Reporting

1) Monthly delinquency lists to include:

a) Absent parent name

b) Absent parent social security number

c) Amount of obligation per month

d) Case type (AFDC, NAFDC, arrearage only etc...)

e) Partial payment and amount

f) Over 30 days delinquent

g) Over 60 days delinquent

h) Over 90 days delinquent

i) Type of support order (judicial or administrative)

j) Wage assignment (yes or no)

2) Monthly enforcement techniques sort by region and satellite.

Number and amount of:

a) Wage assignments

b) Warrants for Distraint filed

c) Lump sum settlements

d) Liens filed

e) Writs of Execution returned

f) Garnishments

g) State tax offsets received

h) Federal tax offsets received

i) URESA payments received

j) Delinquent bill payments received

e. Sub-Function Requirement: Federal Reporting

Sort data by AFDC, Non-AFDC, and Region/Satellite. Including but not limited to: (See appendices for federal report formats)

1) Production of the OCSE-3 Quarterly Report number of cases:

a) Carried forward from previous quarter

b) Opened

c) Inactivated

d) Closed

e) Summary

Number of successful actions:

f) Location (address and asset)

g) Paternity establishment

h) Obligation establishment

Number of cases in which a collection was made with:

i) Court order

j) Administrative procedure

k) Arrearage

l) Other

m) Total

Number of interstate cooperation cases:

n) URESA (initiating and responding)

o) Other

Number of cases in which a collection was:

p) Distributed

q) Undistributed

2) Production Of The Quarterly Report Of Collections (OCSE-34).

a) Collections undistributed at end of last quarter

b) Collections made by Montana during the quarter

c) Collections received by Montana during the quarter from other states

d) Collections reclassified during quarter

e) Collections for terminated AFDC cases

f) Total collections distributed

g) Collections distributed to families

h) Collections retained by Montana

i) Collections remaining undistributed

j) Federal share of collections retained by Montana

k) Incentive payments

l) Net Federal share of distributed collections

3) Production of the Quarterly Financial Status Report (OCSE-41).

   a) Total expenditures computable for Federal funding

   b) Computable AFDC expenditures

   c) Computable Non-AFDC expenditures

   d) Application fees

   e) Costs collected in excess of fees

   f) Net expenditures computable for Federal funding

   g) ADP developmental expenditures approved for 90% funding

   h) All other ADP expenditures eligible for 70% funding

   i) Other Non-ADP expenditures eligible for 70% funding

   j) Federal Parent Locator service fees

   k) Net Federal share of expenditures

4) Production of Quarterly Budget Estimates (OCSE-25).

   a) Total AFDC child support collections

   b) Amounts to be paid to families

   c) Amount retained by State to reimburse its share of assistance payments

   e) Total Federal share of amounts retained as reimbursement of assistance payments

   e) Incentive payments to enforcing and collecting jurisdictions

   f) Net Federal share of child support collections

   g) Federal share of administrative costs

   h) Non-AFDC portion of administrative costs

i) AFDC cases (absent parents)

C. System Design Objectives

The objective of this APD is to develop a preliminary system design consistent with the specific environment of the state's child support program and to meet the needs of the state and local office it will serve.

Authority for this objective is contained in Action Transmittal OCSE-AT-81-23 and Information Memorandum OCSE-IM-14.

In the proposed accounting design, effeciency of operation is achieved through the use of the Statewide Budgeting and Accounting System (SBAS). Utilizing this existing service permits cost savings in the programming area, and provides the desired control for CSEB Benefit Accounts.

A second example of efficiency is the use of the Montana Department of Social and Rehabilitation Services (SRS) Montana Income Maintenance System (MIMS) for Title IV-A information. The MIMS has been certified for the higher level of Federal Financial Participation (FFP). It is the eligibility and financial reporting system for Medicaid and Aid to Families With Dependent Children (AFDC). The MIMS provides a history of benefits to recipients. The MIMS provides an archive function and case information to CSEB.

A final example of efficiency is the use of the Montana Department of Administration Customer Information Control Service (CICS) for interface with the CSEB locate unit. The various agencies and state files that can be accessed through CICS are noted in the locate section of this APD. The existence of these files allows the cost to CSEB for the locate function to be nominal. All that is required is the following:

1. A 327X terminal or a terminal that emulates a 327X terminal;

2. A change to the CICS table that permits a CSEB terminal to inquire against the files.

The other objective is to design an effective system. In the case of CSEB, an effective system is one that economically performs the recovery function. The CSEB recovery system is modelled after commercial practices. In this case, CSEB determines which missing parents have sufficient financial resources to warrant the collection activity.

In Summary, the CSEB design objectives are to create an efficient and effective child support enforcement system.

D. Preliminary System Design

The Child Support Enforcement System is divided into the following four major system provisions:

1. CSEB - collections, distributions, case management and reporting;

2. SRS - MIMS IV-A File;

3. Various CICS locator files;

4. DOA - SBAS Expenditure/Revenue File;

E. CSEB - Collections, Distribution, Case Management, and Reporting

The CSEB is the responsible agency for the IV-D portion of the program. This portion consists mainly of collection and distribution of the receipts. These functions are divided between the seven local offices (LO) and CSEB state office (SO).

The sub-functions performed at the local office are as follows:

1. Case initiation;

2. Establishment of Paternity;

3. Control of Docket System;

4. Preparation of legal documents;

5. Support enforcement;

6. Location activity;

7. Establishment of Obligation; and

8. Certification of monthly A/R.

A case initiation places a welfare recipient and missing parent payor on the CSEB system. The LO performs a series of checks on the financial resources of payor to determine whether it is economically worthwhile to initiate collection activity. The checks would include but are not limited to the following:

1. Lump sum payment;

2. Attachment and sale of real estate and personal property;

3. Wage assignment;

4. Garnishment;

5. Monthly payment plans;

6. Interception of tax refunds.

If it is determined that adequate financial resources exist, then a case is initiated. The payor is entered into the Account Receivable System (A/R). The recipient is entered into the distribution system (PAY). In the design process it was determined that distribution of collected funds has attributes of a payroll system in that the funds are distributed according to a set of specific amounts and the remainder is based upon percentages. The distribution formulas are dependent on the recipient. This is characteristic of a commercially available payroll system with standard deductions.

A CSEB managed case is thereby created with a case number index as both the A/R and PAY are identical. The A/R is characteristic of the payor with identification data and amounts of obligations (principal), account balance, and monthly payment schedule, and payment history.

The PAY system contains the recipient data of either Aid to Families With Dependent Children (AFDC) or for Non-AFDC.

In the welfare system cases are numbered by various methods. A case number can represent the parent, an individual family member, or the entire family. This creates confusion and ambiguity. When working a child support case, a unique and unambiguous case number is assigned to those children with the same father-mother pair. In the case where aid is given to a certain family with more than one child, it is possible to have multiple case numbers. In these instances, the missing parent's obligation must be determined for each child.

The LO has responsibility to ensure in contested cases, that court appearances are properly accomplished. In this case a stand alone calendaring system is proposed with automated document preparation.

The LO is responsible for enforcing the collection activity in the case of either non-pay or late pay. A listing of those from whom payment has not been received is sent from the state office (SO) to the LO. At the same time a letter is sent directly to the payor as a courtesy reminder. The LO office then contacts the payor to determine the status of payment and whether enforcement action should be taken.

The LO is also responsible for the location function. In general, the most effective and least costly method of locating a missing parent is through information supplied by the recipient/applicant.

As a case proceeds, the LO is normally required to review the amount of financial obligation based on either changes in the payor or recipient financial status.

Near the end of each month, a master delinquency bill is sent to each case worker to review for accuracy, changes and certification. This bill acts as a current monthly invoice and is returned to the SO for monthly processing and is forwarded to the absent parent.

The remaining collection and distribution functions are performed at the SO. Those functions are as follows:

1. Billings;

2. Payment receipt;

3. Delinquency aging and notification;

4. Accounting management;

5. Distribution;

6. Operational reports; and

7. CICS locator.

Billing for accounts with established monthly payment plans is accomplished by monthly updating A/R with a master billing file. This file was previously certified as correct by the LO worker with responsibility for that pay file. The function of payment receipt is normally accomplished by the Support Payments Unit at the SO. These payments will include garnishment, wage assignments, and payments by check. Although centralized payment receipt is preferred, the LO can also receive payments. In this case, all cash receipts would be deposited daily and a deposit memo sent to the SO. The SO would use an off-the-shelf A/R System. A by-product of the A/R, is A/R aging (i.e. 30, 60, 90 day notices) and the generation of an account delinquency list which is sorted by LO and responsible worker.

Accounting management is accomplished at the SO. The CSEB System as described here is designed to handle the normal circumstances. Under certain conditions, a transaction will require management judgment. Such is the case of proration of the financial responsibility when a family exists with more than one child and different fathers.

Distribution is made at the SO and on the basis of recipient attributes. For example, there exists a specific method of distribution dependent on whether the recipient is AFDC or non-AFDC. As previously mentioned, existing off-the-shelf and commercially available payroll computer programs are available that allow specific methods of distribution. As such, an existing payroll package will be used to make the accounting distribution. This is called PAY in the APD.

Operational reports for federal and state purposes are made as by-products of the A/R, PAY, SRS and Statewide Budgeting and Accounting System (SBAS).

The remaining CSEB functions are accomplished by pointers or a cross-index between the CSEB and other departments' data files. The pointers exist between the following files:

1. SRS - Montana Income Maintenance System (MIMS) and microfiche;

2. Locators; and

3. DOA - SBAS.

Specifically, in the case of the MIMS files, there is a need to point from the CSEB A/R and PAY files to the SRS MIMS file. As specified, the case numbering system assigns the same number to A/R and PAY files.

The MIMS file is indexed by the recipients Social Security number (SSN). As such there is the need for the following indices:

1. CSEB number to MIMS SSN; and

2. MIMS SSN to CSEB number. Such an index is a single entry table lookup and should be unambiguous.

In the case of the locator, there is the need to access files according to the missing parents SSN, name or DOB (if known).

The final pointer system is used to update SBAS, In this instance, the A/R and PAY files act as subsidiary accounts to SBAS. The SBAS accounting functions are also used by CSEB to prepare the federal reports.

F. SRS-MIMS Archive.

The SRS MIMS is the file of original entry for payments made on behalf of an AFDC recipient. As such it contains a complete grant history. The CSEB needs to have a grant history to establish the amount of payor's obligation and monthly payment. In general this history is available on an

annual basis by recipient SSN. Once the monthly obligation is negotiated with the payor, the amount stays relatively constant throughout the year. It should be reviewed at least once a year to determine whether the financial situation of a payor or recipient has changed.

Additionally, there is a monthly requirement to determine the number of additions, deletions and changes on the MIMS files. All new cases should be sent to CSEB to determine the financial resources of the missing parent. All changes to those cases managed by CSEB should be analyzed. For example, if a managed case is dropped from the AFDC roles, it should be analyzed by CSEB accounting, to determine the effects on the payor's obligation.

The SRS files would include the following:

1. All new AFDC cases; and

2. All AFDC changes to CSEB managed cases.

The last file would be created by using the CSEB case number to recipient's SSN MIMS index. These SSN's will select those MIMS records that have experienced change in status. These records are then sorted according to CSEB case number for IV-D processing.

G. Various CICS locators.

1. CICS SYSTEM DESCRIPTION

The Child Support Enforcement Bureau currently accesses the State Data Processing Division's computer via a systems service called "Customer Information Control System" commonly referred to as CICS. Each day at 7:30 A.M. the Productions Control Section at Data Processing Division brings up CICS or makes it available for use by State agencies. Each agency functioning under the CICS service has a special sign-on procedure unique to their agency.

The CICS inquiry is a menu driven system. This inquiry function requires knowledge of accessing formatted programs, search capabilities of each separate information data bank, and cross-indexing systems. This knowledge will be required only for the Montana State Parent Locators at the SO, and only they need training in its functions. Requests for CICS searches will be directly from the SO Locate Unit and not the local offices. At a designated time each day the local offices will send their requests for locate or asset information to the SO Locate Unit via their computer terminal. Upon receipt of this information request, the

SO Locate personnel will correctly format the request information, access CICS via security and billing procedures and then return the resulting information to the local offices via the SO Locate termial.

The aforementioned capability will alleviate a variety of request forms that are currently employed by the LO to request State Parent Locate assistance. These forms are mailed into the SO office after being manually filled out. With terminal capabilities of access and transfer of information, the inefficient procedure of manually filling out these forms and also the time lag in the mail systems will be solved. Current forms used by LO personnel to request locate and asset information from the SO Locate Unit are included in the appendices.

2. MONTANA'S EXISTING CICS CAPABILITIES (ACCESS)

The Montana Child Support Enforcement Bureau currently accesses the following State files via remote terminal access of the CICS system.

- Montana Department of Justice (Motor Vehicle and Driver's License)
- Montana Division of Worker's Compensation
- Montana Division of Labor and Industry (Wages, Unemployment Claims and Benefit Histories)

In order to access these three files, the Montana State Parent Locators must travel to three different locations in two separate buildings from our own. This fact causes a loss of 156 hours per year just in transit time between the buildings. With a terminal in our own office, this loss of time would be eliminated. Another fact that should be noted, is when the Parent Locators travel to these other divisions we have large amounts of requests to query. These queries tie up the terminals due to the large amount of data input, thereby taking other people away from their terminals (cutting their efficiency down as they must wait for the complete Locate run to be returned before they can again use their terminals). Also the large amount of input slows down computer response time. Again, with a terminal in our own office, entries could be made on a timely basis improving response times, decreasing lost hours for the Parent Locators and increasing efficiency for other agencies who allow us to use their terminals.

There are two other State files that the Montana State Parent Locators have received approval to access once we obtain a terminal:

- Montana Department of Institutions (would provide us with lists of a Montana subject on parole, probation or incarcerated individuals and their assets). The Locate Unit currently receives this information in print-out form.

- Montana Department of Revenue state income tax information is currently received in the form of micro-fiche.

Additional file access could be made into the following files which are either in the process of automation or agencies in which contracts need to be negotiated:

- Montana Department of Fish, Wildlife and Parks (hunting, fishing licenses)

- Montana Gross Vehicle Weight Division

- Montana Department of Criminal Justice (NLETS AND NCIC use for entering wanted subjects, checking criminal records, etc.)

- Montana Property Tax Division

The Montana Locate Unit also accesses four different systems on their own office teleprinter. These systems are as follows:

- Federal Parent Locate Service

- Chilton National Credit Bureau

- Trans-Union Credit Bureau of America

- Credit Bureau, Incorporated

- Credit bureau access allows Montana to check the credit of absent parents on file in all but five of the United States.

Examples of automated responses from the CICS files are displayed in the appendices.

Access to other private, State, Federal, and County agencies is handled via written communication or form letter. Some of the agencies accessed in this manner are:

- Employment Verifications
- Postal Verifications
- Immigration and Naturalization
- PLS requests to other States
- Unions
- Friends, relatives
- Sheriff, Police and Highway Patrol Divisions
- Parole or Probation Officers of the Absent Parents
- Drivers license information from Hawaii
- Schools
- Military Agencies (Army, Navy, Air Force, Marines, and in addition Coast Guard, Merchant Marines, National Guard, and Army Reserve)
- Social and Rehabilitation Services (Welfare via micro-fiche)
- Others

Examples of form letters and form requests to some of these agencies are included in the appendices.

3. CICS COSTS

The cost to CSEB to develop a CICS inquiry function is nominal. All that is required is the following:

1. A 327X or a terminal that emulates a 327X terminal.
2. A change to the CICS table that permits a CSEB terminal to inquire against the above files.
3. A printer (unknown if letter quality or utility at this time)

4. CONFIDENTIALITY AND PRIVACY CICS ACCESS

There are security and privacy issues within the CICS inquiry function regarding sensitive information in the CICS files. The CSEB program has sufficeint legal

authority and guards to remain within these laws and requirements as documented in the appendices.

Additional safeguards are currently being implemented by DOA in the form of security software.

5. MONTANA STATE PARENT LOCATE UNIT SYSTEM NEEDS

1. Automated capability to support the establishment of paternity, absent parent location, and parental kidnapping cases.

2. Automation of location services whenever possible, e.g. interfaces with Montana Dept. of Labor and Industry, Montana Dept. of Motor Vehicles (Vehicle registrations), Montana Division of Worker's Compensation, Montana Driver's License Registrations (Dept. of Justice). Montana Dept. of Revenue (income tax and property tax), Montana Dept. of Social and Rehabilitation Services (welfare and medicaid information), FBI- National Crime Information Center, Fish and Game, Gross Vehicle Weight Division, Federal Parent Locator Service, Three Credit Bureaus, Montana Dept. of Institutions, Adult Parole and Probation Division.

3. Establishment of Absent Parent History Profile (would have complete case information, track number of times case had been submitted to State Parent Locators and results of each search) see appendices.

4. Capability to monitor and track locate case referrals both in and out-of-state.

5. Capability to archive and store old case information and to retrieve these cases for audit and other reasons.

6. Capability for case processing, e.g. processing through automated edit, rejections of cases if critical element is missing, immediate entry of case information into Absent Parent Profile History when new case initiated or case re-submitted.

7. Capability to perform follow-up searches and inquiries.

8. Provide necessary operational reports to aid parent location process.

9. Provide management reports to evaluate the timeliness and effectiveness of source responses and SPLS operations - see appendices.

   a) Requesting office case load reports
   b) Source and timeliness Reports
   c) Out-of-State and FPLS Referral Reports
   d) Location Reports

H. DOA - SBAS

SBAS is Montana's state government centralized accounting system. Under the current CSEB system, financial information is entered in both SBAS and the Bradford I system. Because of the inflexibility of the Bradford I file structure and the use of turnaround documents, a difficult if not impossible reconciliation problem between the two files is created. For example based on a review of a Bradford I printout of funds, approximately 40% of the entries were not consistent with SBAS.

In the case of the new CSEB design, A/R and PAY form subsidiary accounts to the corresponding account codes in SBAS. All daily activities are used to update SBAS by producing a daily transaction record for SBAS. This transaction file may be machine readable.

In general, SBAS transactions require extensive coding. There are 18 fields to specify and 17 possible input forms. Since A/R and PAY have a well documented accounting structure, it is possible to significantly reduce the coding information with much of the information supplied by the CSEB system.

COMPUTER INFORMATION

Workers Compensation	Resident Computer System Used	Computer Services Division 3033 N OSMVS (OS-IVM# MVS Multi Virtual Storage)
	Terminal Used	3277 IBM CTR
	Language Used	ANSI-COBOL
	CICS System	Yes **Also have some TSO (Time Sharing Option/ able to key into program and execute from Workers Comp.Bldg.
Employment Sec. Division	Resident Computer System Used	Computer Services Division 3033N OSMVS
	Terminal Used	3277 IBM CTR
	Language Used	COBOL
	CICS System	Yes, also have RJE (remote job entry capabilities from basement of ESD Bldg
Dept. of Motor Vehicles	Resident Computer System Used	Computer Services Division 3033 N
	Terminal used	3275 IBM 43 Teleprinter
	Language	J107 - COBOL DJIN - Assembler
	CICS System	Yes

Access to all of the above is achieved through their own individual terminals.

Social and Rehab. Services	Resident Computer System Used	Computer Services Division Data Base, VSAM 3033N
	Terminal Used	3270 IBM
	Language Used	COBOL
	CICS System	Yes They Do Have Inquiry Capa.
Dept. of Institutions	Resident Computer System Used	Computer Services Division 3033N
	Terminal Used	3286
	Language Used	COBOL, VS BASIC, CULPRIT (800 Programs)
	CICS System	Yes
Fish, Wildlife and Parks	Resident Computer Terminals Used	Computer Services Division 3276 IBM
	System Used	Data Base, Keypunch
	CICS System	Yes, with some RJE, also taped to computer using 1600 BPI tape
	Language Used	Fortran and COBOL (Information-name, address by city, street, state and zip)

Gross Vehicle Weight Div.	Resident Computer	Computer Services Division
	Terminals Used	3276-12
	Language Used	COBOL
	System Used	3033N
	CICS System	Yes
Property Assessment Div.	Must access by legal descriptionof property. We need to access by name. This may become possible in the future. Information available at this time: name, address where notices are sent, and legal description of the property.	
	Resident Computer	Computer Services Division
	Terminals Used	3270 Data Based
	System Used	3033N, some time sharing option
	Computer Language	COBOL (**COMP Resident Appraisal)

I. Delineation between State and Local Level Responsibilities

State and local responsibilities are described in Exhibit 5 which appears on the next page. The table shows state and local responsibilities for each of the major functional requirements. In sum, local responsibilities fall in three areas:

1. Providing system input.

2. Monitoring case information on the system.

3. Utilization of system output.

On the other hand, state responsibilities would involve:

1. Maintenance of the statewide automated system.

2. Production of needed output.

3. Payment posting and distribution.

Exhibit 5
PROPOSED SYSTEM LOCAL AND STATE LEVEL RESPONSIBILITIES

Core Functional Requirements	Local Responsibilities	State Responsibilities
I. Case Initiation	Process recipient/applicant data and establish case.	1. Maintain statewide ADP system. 2. Monitor case input information.
II. Case Management	1. Provide case management input to the system. 2. Pursue case management activities, e.g., monitor caseload and maintain prioritization of the cases.	1. Production of case management statistical output. 2. Automate obligation calculation payment histories
III. Financial Management	Monitor and maintain absent parent financial information.	1. Post and distribute collections. 2. Production of financial reports.
IV. Inter Regional Access	Resolution of case duplication.	Maintain a system providing inter regional access information.
V. IV-D/IV-A Interface	1. Watch for changes to good cause status of a non-cooperating case and take appropriate action. 2. Monitor reported changes to family budget unit and adjust financial aspects of case.	1. Referral of IV-D collection to IV-A. 2. Return of eligibility redetermination to IV-D. 3. Reporting of changes to recipient status.
VI. Enforcement	1. Research computation and certification of absent parent arrearages. 2. Pursue support order enforcement processes. 3. Resolution of delinquency lists.	1. Production of delinquency list. 2. Tax intercept information exchange.
VII. Reports	Utilization of reports to administer the system.	Production of Federal and State reports.

J. Delineation between Systems Manual and Manual & Automated Operations

For this portion of the APD the writer will refer to the same need areas and activities which have been covered in other portions of the APD, i.e., the APD sections concerning present IV-D automation and benefits of an automated system. Exhibit 6 summarizes in table form the delineation between manual and automated operations.

1. Case Initiation

Intake will remain as a largely manual activity although terminals will be used for entering data from the application and for verifying the applicant's or recipient's previous history. Non-AFDC applicants may have some past history of public assistance (PA). Through various keys the system will search for PA history. Probably the most time saving case initiation activity will be the production of various legal documents automatically. All IV-D offices will have this capability.

2. Case Management

Location requests will be almost fully automated. Through systems terminals, state personnel will have access to information from Montana Department Of Revenue, Dept. of Labor & Industry, 3 credit bureaus, and the Dept. of Institutions on a limited basis. The system will also produce requests to the Federal Parent Locate Service.

Case updating will be performed by the system from user input keyed. The system will produce periodic reports of investigator performance. This automated quality control feature does not presently exist in any Montana IV-D office. Finally, the proposed system will produce an office by office listing of case priorities and will allow for updating of these priorities.

3. Financial Management

Delinquent billing, A/P Account Record keeping, distribution, and state transfer warrant claim document issuance will be handled by the proposed system.

4. Inter-office Access

Since the proposed system will contain statewide information concerning an applicant's or recipient's previous history, duplication of effort will be avoided in at least five areas:

a. Intake
b. Location efforts
c. Obligation establishment
d. Paternity establishment
e. Enforcement actions

5. IV-A/IV-D Interface

The monthly IV-D collection report to IV-A will be produced by the system. Likewise, the system will reimburse Public Assistance with child support collections. Inquiry to MIMS will be made via terminal and the access will provide case status information on the IV-A recipient. Referral of IV-D cases from IV-A will remain a manual process through the transmission of IV-D required documents.

6. Enforcement

Automated information requests to Montana cooperating agencies such as Labor and Industry Division of Motor Vehicles and Department of Revenue can be queried by state office system users. Automated document production will be provided to accomplish the activities associated with enforcement.

7. Reports

The system will produce all federal and state reports. Samples of the reports can be found in the appendices.

Exhibit 6
PROPOSED SYSTEM MANUAL AND AUTOMATED OPERATIONS

Core Functional Requirements	Manual Operations	ADP Operations
I. Case Initiation	1. NAFDC Intake Application	1. Data entry of application information.
	2. Error correction	2. Inquiry into absent parent and recipient/ applicant information on the data base. For already existing record.
	3. AFDC Referral Review	3. Verification and editing of input data.
		4. Production of Legal documents.
II. Case Management	1. Review and establish case priorities.	1. Enter priority of each case.
	2. Case management activities, e.g., establishment of paternities, establishment of obligations, enforcement techniques, (wage assignments, garnishments, liens, etc.)	2. Reporting of cases by priority.
		3. Location requests.
		4. Updating data.
		5. Performance by investigator report.
	3. Enter investigator activity information.	
III. Financial Management	1. Montoring the financial processing.	1. Initial processing of payments by the SPU.
	2. Maintain financial aspects of the case, e.g., court order amounts, division of support into AFDC NAFDC, non IV-D, etc.	2. Payment posting.
		3. Disbursement of non-IV-D and non-AFDC payments.
		4. Distribution of AFDC collection.
		5. Monthly debiting of absent parent obligation.
		6. Inquiry capability into absent parent IV-D payment history.
		7. Monthly billings for delinquent accounts.
		8. Financial adjustments e.g., adjustment of arrearages.

Exhibit 6
PROPOSED SYSTEM MANUAL AND AUTOMATED OPERATIONS (CONT)

Core Functional Requirements	Manual Operations	ADP Operations
IV. Inter-Office Access		Statewide inquiry into absent parent and recipient/applicant information.
V. IV-A/IV-D Interface	Referral of IV-D Eligible cases from IV-A.	1. Referral of current collection to IV-A. 2. Return of eligibility determination to IV-D. 3. Reporting of changes to recipient status.
VI. Enforcement	Research and certification of absent parent arrearages.	1. Federal/State tax intercept tape information. 2. Information requests to other agencies, e.g., Labor and Employment Division of Motor Vehicle, and Department of Revenue. 3. Document production. 4. Delinquency notices.
VII. Report		Federal and State reports, e.g., OCSE-3, OCSE-34, OCSE-41.

K. Results of the Feasibility Study and Why the Proposed System is the Most Cost Effective Alternative

1. Summary of the Proposed System

The proposed system calls for a design that is consistent with the six core functional requirements identified by the IV-D program and to meet the needs of the state and local CSEB offices. The proposed system would provide on-line statewide ADP capability with inquiry to IV-A and other existing systems available within Montana state government. The proposed system will utilize existing state cashiering procedures and commercially available software for subsidiary ledgers (A/R and PAY). Case management functions will be performed primarily by the local offices.

2. Methodology of the Selection Process

The advantages and disadvantages of various systems were reviewed to determine which system would be most advantageous to Montana. In reviewing these various systems, the local office needs and state level needs were assessed. The efficiency in each operation presented by these systems was analyzed to determine which would suit the needs of CSEB.

3. Supporting Considerations for the Proposed System

A. Cost/Benefit is better for the proposed sytem. Estimates indicated that the proposed system will cost $300,000.00. The system would increase the managed cases by 10% to 15%, hence the increase in recovery would be $200,000.00.

B. The proposed system provides the greatest range of services for the least cost and the greatest benefit.

C. The proposed system utilizes interactive inquiry capability for the major existing state systems.

D. The proposed system has no foreseen increase in operational costs.

E. The proposed system utilizes stand-alone as well as on-line features as opposed to the manual and batch processing system in current use.

F. The proposed system addresses the question of improving administrative efficiency at the local office.

L. ALTERNATIVES

1. Continuation of Present System - Alternative I

A. Advantages

1) No immediate new expenditures required.

B. Disadvantages

1) Due to batch processing and system inflexibility continuous training is required.

2) Continuation of an inefficient, largely manual system.

3) Inflexible system that doesn't allow for timely and efficient up-date to accounts and has extensive input requirements.

4) Account corrections are difficult as both information on the payor/missing parent and the recipient are rigidly combined.

5) No interactive inquiry capability for the major existing state systems.

6) Federal auditors have indicated that this system has extensive existing problems which will require eventual correction.

2. Enhancement of the Present System - Alternative II

A. Advantages

1) Some minor technical advantages (e.g. more detail obligor payment history) would result.

2) No overall collection enhancement advantages are possible.

B. Disadvantages

1) Increased costs (over Alternative I) for programming changes.

2) Due to system inflexibility not all sub-programs would produce the information required.

3) Lack of on-line statewide capability would diminish the effectiveness of the system.

4) Slow response time in batch processing.

3. Our Proposed system - Alternative III

A. Advantages

1) Subsystems required presently exist at the state level for location, IV-A/IV-D interface, and SBAS function.

2) Capability for mass change.

3) Capability for timely up-date to and from local offices.

4) Flexible enough to allow for changes and up-date to the system itself.

5) Improves administrative efficiency in collection/distribution at the local and state office.

6) Ability to separate accounts receivable and payable.

7) Interactive inquiry capability for the major existing system.

8) Increased collections due to better case management.

B. Disadvantages

1) The initial captial expenditure is greater than Alternative I or II.

2) Responsibility for creating data files and backup onto a permanent storage device relies on the user.

3) Implementation will take approximately 12 months.

4. Model II - Alternative IV

A. Advantages

1) Mass change capability.

2. Follows national and state trend toward integrated systems.

B. Disadvantages

1) Would need to modify Model II for MIMS (IV-A file).

2) More expensive to develop and implement.

3) No additional benefits for the extra cost causing an adverse effect on the cost/benefit ratio.

4) Numerous technical incompatabilities in Model II.

M. Configuration of Proposed System

1. State and Local Office Proposed Hardware Configuration

Montana's proposed system provides for a network of microprocessors. The State Office's micro will tie into the State's Department of Revenue for retrieval of CSEB archive files. The state office will have communication ability with the IV-A/MIMS file, Department of Administration/SBAS and various CICS files as discussed throughout the APD.

The state office hardware configuration is comprised of the following elements:

a. Microprocessor located in the State office and associated terminals for administration, locate and support payments.

b. Communications modem for each unit.

c. A master storage device and backup (mimic master station) storage.

d. Two printers, one letter quality and one dot matrix for producing mass volume items such as reports.

The 7 local office's hardware consists of similar components:

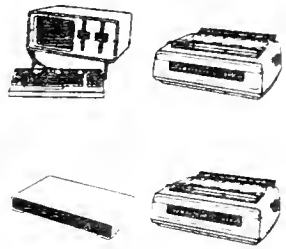
a. A microprocessor;

b. A communications modem;

c. A memory storage device (we are proposing floppy disks); and

d. Two printers, one letter quality and one dot matrix.

HARDWARE SCHEMATIC



LOCAL OFFICE

STATE OFFICE

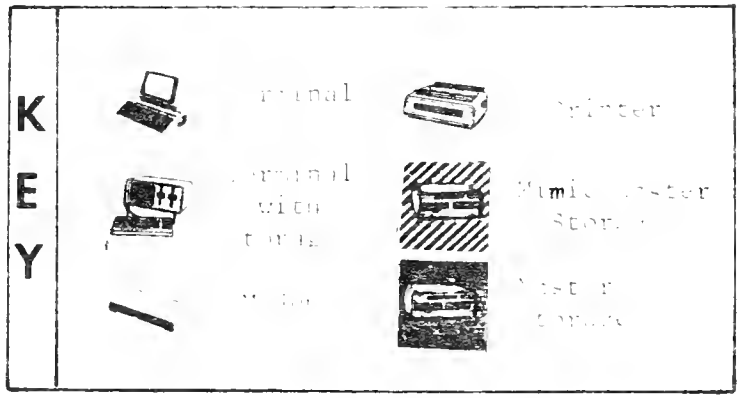


EXHIBIT 7.

N. Security

1. Physical, Staffing and Software Security Main Frame Computer Area

All components of the CICS System are located in the basement of the Mitchell Building and have the following security safeguards:

a. General computer area has locked doors during off hours.

b. Access to machinery control room during prime hours is subject to locked doors, entry restricted to those employees bearing plastic ID cards with magnetic strips inserted in door lock.

c. CICS System in operation 24 hours a day, therefore authorized personnel on duty at all times and present in control room.

d. Main machine room is not visible from view from windows or outsiders in building.

e. Capital Security Guards are on duty 24 hours a day, providing security for main Capital Complex.

f. Each employee is issued an identification card with their picture, place of employment and authority.

g. Moisture detection devices under floor, also sump pump in case of flood or other water disaster.

h. Automatic fire extinguishing units, HALON gas system which will not damage computer hardware or software.

i. Archived or stored software packages and records are stored on magnetic tapes offsite in vaults in the Records Management Building.

j. Presently installing controlling software security system, including access codes, lock-out capabilities, etc.

2. Physical, Staffing Security CSEB Offices (terminals and printers only)

A. Great Falls Regional Office

1. Locked office doors

2. Main building doors locked

3. Security guards on duty and present in building after hours

B. Billings Regional Office

1. Locked office doors

2. Locked building doors

3. Locked storage rooms

4. Fire extinguishers and back-up generator

C. Missoula Regional Office

1. Locked office doors

2. Locked building

3. Placement of terminal and equipment where not visible

D. Butte Regional Office

1. Locked office doors

2. Locked building doors

3. Absence of any windows in office area

4. Fire extinguishers

5. Locking file cabinets

E. Helena Central State CSEB Offices

1. Locked office doors

2. Locked building

3. Routine patrol from Capital Complex Security Guards during off hours.

4. Placement of equipment where not visible to outsiders

3. Other Information Sources

In addition to the above mentioned, IV-D will utilize the MIMS (Montana Income Maintenance System) and SBAS (Statewide Budgeting and Accounting System) which enjoy the same security as the Main Frame Computer as they are housed in the same area.

4. General Staff Security Systems Design

The General Systems Design will contain a staff security plan. The plan will list all state CSEB staff having access to the network together with the access status of each staff member for each data element. For example, only certain staff in support payments unit will have capabilities to change data. State locate unit personnel will be the only employees to access CICS files (Privacy Act of 1974). Others may be restricted to input only, read only, request only, etc. All staff will be bound to confidentiality and privacy laws existing at the local, state and federal levels. See appendices for all restricting laws and regulations.

V. COST/BENEFIT ANALYSIS

A. Costs: System acquisition costs are presented in Exhibit 8. For general discussion purposes, the costs are presented below in four categories.

1) Equipment and Software

Local Office	$ 110,600	
State Office	32,400	
Equipment & Software Subtotal		$ 143,000

2) Computer Programming

Financial Management (SBAS)	$ 4,000	
Locator Function (CICS)	4,000	
IV-A Management (MIMS)	10,000	
Collections (A/R & PAY)	40,000	
Computer Programming Subtotal		$ 58,000

3) Project Management

Contractors	$ 41,000	
Travel and Supplies	35,000	
Project Management Subtotal		$ 76,000

4) Training

Local Office	$ 10,000	
State Office	13,000	
Training Subtotal		$ 23,000
TOTAL		$ 300,000

EXHIBIT 8.

MONTANA CHILD SUPPORT ENFORCEMENT SYSTEM
COST PROPOSAL

DESCRIPTION	EQUIPMENT PER INSTALLATION	#INSTALLATIONS	TOTAL	PROJECT MANAGEMENT/ COMPUTER PROGRAM	TRAINING	MISCELLANEOUS
PROJECT MANAGEMENT				$41000		
LO						
Word processing	$ 300	7	$ 2100			
Microcomputer & ass. equip.	12000	7	84000			
Furniture (Work Station)	500	7	3500			
Legal calander	1200	7	8400			
212 Modem	1200	7	8400			
Communication software	300	7	2100			
A/R software	300	7	2100			
Special programming				20000		
Training					10000	
SO						
212 Modem	1200	1	1200			
Communication software	300	1	300			
A/R software	300	1	300			
PAY software	300	1	300			
Word processing	300	1	300			
Microcomputer Asso equip. including 3 terminals	20000	1	20000			
Special programming				20000		
Training					10000	
Travel & supplies						35000
SRS/MIMS						
Special programming				10000		
Training					1000	
DOA/SBAS						
Special programming				4000		
Training					1000	
CICS Inquiry						
Special programming				4000		
Training 3270x	$ 10000	1	10000		1000	
			$143,000	$ 99,000	$23,000	$ 35,000

Equipment Total	$ 143,000
Computer Programming Total	99,000
Training Total	23,000
Miscellaneous Total	35,000
GRAND TOTAL	$ 300,000

B. Benefits: To derive the quantifiable benefits for the first full year after installation, a survey of worker activities was conducted to determine the percentage of time spent in job tasks which are now conducted manually but are to be automated in the proposed system. Sixty-one percent of all employee time is expended in such tasks. Two sets of benefits estimates are provided. The more conservative estimate assumes that one-fourth of the time saved by automation will become available for collection activity. The second, and less conservative estimate, assumes that 50% of the time saved will be devoted to collection. It is assumed that a residual portion of the non-automated work will continue to be non-automated.

25% Method -- Estimated collections increase $252,077

50% Method -- Estimated collections increase $504,154

C. Benefit to Cost Ratio: In keeping with the general approach of this APD, it is assumed that the less dramatic will occur. Therefore, the 25% time savings/efficiency increase is presented below.

One Year Benefit to Cost $252,077 - 300,000 = .84:1.00

Two Year Benefit To cost $504,154 - 300,000 = 1.68:1.00

The recovery of cost through increased collections will require 14 1/4 months. From that point, the extra collections are direct dollar benefits.

D. Summary of Cost/Benefit Analysis: In the planning process for the Montana APD, we considered the following:

1) Budgetary limitations -- Only so much money exists to collect. Therefore, whereas another state may be able to afford $2,000,000 based on increased collections, Montana may reasonably expect $250,000 to be the annual increase. Therefore, in conjunction with the governor's office, we set $300,000 as a maximum expenditure amount.

2) Harmony of Design -- Maximum use will be made of existing Montana data processing. In comparison to recent development costs in other jurisdictions, we estimate 40 to 60% cost avoidance by accessing SBAS, CICS AND MIMS.

3) Payback Period -- In comparison to continuing the existing system, a payback period of 1.2 years is

estimated. From that point on the system will operate profitably.

E. Intangible Benefits: Some benefits are quantifiable to some extent, but can best be described as intangible benefits. The most noteworthy intangible benefits are:

1) Automated Locate Referrals and Case Histories

Through the information provided by this system feature, a caseworker may change an absent parent's priority from that of a court order and no address; to that of a court order with address and other information. Various on-line locate resources will be utilized and if no information is available through on-line sources, the FPLS will be used.

2) Automated Quality Control

The proposed case management system, allows tracking of cases: by case priority, by investigator, by AFDC County, etc. These proposed system features supplement present program review procedures. Production of automated statistical management and financial reports is possible using the proposed system.

3) Automatic Calendaring

Court and hearing dates and periodic case review dates are produced by an automatic calendaring feature of the proposed system. The latter feature helps assure that all cases are eventually reviewed.

4) Automatic Cross-Reference Indexing

Cross-reference listings and reports can be produced so that case information can be obtained by using one of several key fields, e.g. Social Security, DOB, payor name, investigator, cash code types, etc. Some time savings are likely be realized through this proposed system feature.

5) Better Utilization of Personnel Resources

In moving from a chiefly manual system to a chiefly automated system, personnel time can be diverted toward the improvement of collections. An approximation of the anticipated increase is discussed in Subsection B. Benefits.

6) Non-AFDC Data

Non-AFDC applicants will be monitored by the proposed system in a better fashion than the present system. For example, the proposed system will produce a delinquency list of non-AFDC absent parents, a feature which the present system does not produce. Another feature will be on-line inquiry capability into non-AFDC data.

7) On-Line Capabilities

In addition to an on-line inquiry capability, the proposed system will have other on-line capabilities such as regular or ad hoc report production. The proposed system may also be used for computational activities.

8) Monthly Reporting System (MIMS)

The proposed system will utilize account information produced by the Montana Income Maintenance System (MIMS). The nature of the information will provide improved means of identifying recipients and applicants.

9) Standardization of Procedures

Regions often perform IV-D functions in different manners. A statewide automated IV-D system would promote standardized procedures.

10. Timely Reporting

Timely reporting is a desirable feature of the proposed system. In addition to the regular reports generated by the system, on demand report producing capability will be possible. Moreover, region and state administration will derive benefits from an augmentation of management, statistical and financial reports.

VI. PROJECT MANAGEMENT PLAN

A. Overview of the Proposed System Development Process

1. Methodology: System Development Process

Montana IV-D proposed automated statewide system will be developed along the guidelines set forth in OCSE's APD Guidance Manual. The Advance Planning Document (APD) is based upon existing federal program requirements and the needs of the State of Montana.

Information for the needs analysis was obtained through staff meetings conducted with local and state office personnel, out-of-state consultants, and on-site reviews of other states.

The Project Management Plan contains the following elements:

a. Configuration Management Plan

b. Facilities Managment Plan

c. Test Plan

d. Implementation and Conversion Plan

e. Training Plan

2. Development Phases

a. Planning Phase

1) Preliminary Work

The present APD is a result of reviewing existing federal program requirements and the needs of the Montana IV-D program.

2) Requirements Analysis

To help determine IV-D needs/requirements and to encourage ideas, a steering committee was established within the IV-D program.

Information was obtained by this committee through staff meetings conducted with local and state office personnel, out-of-state consultants and on-site reviews of other states.

The continuous training requirements and staff time required for problem solving indicated a need for a change from the existing system.

3) Feasibility Analysis and Alternative Selection

This topic has already been discussed in Chapter IV - Proposed System Description; however, the following major tasks can be highlighted:

a) An analysis of the present IV-D system was conducted.

b) Four alternative systems were analyzed and the advantages and disadvantages were listed.

c) The proposed system was selected from the four alternatives.

4) Test Phase

Highlights of this phase include:

a) Completion of the user manual

b) Completion of systems testing

1) Program testing

2) User testing at local office and state office

3) Operation evaluation

5) Implementation/Conversion Phase

Major activities are:

a) Staff user training

b) Implementation in all offices

6) Operations Phase

After implementation has been accomplished in all offices, the operations phase begins. This will be the phase during which a maximization of cost/benefit occurs.

3. Configuration Management Plan

The Configuration Management Plan (CMP) will be developed by a CMP team during the development phase. The present preliminary CMP will lay the ground work for the final CMP which is a deliverable.

4. Facilities Management Plan

The Facilities Management Plan (FMP) will be developed by an FMP team during the development phase. The preliminary FMP will be the basis for the final FMP which is a deliverable.

5. Test Management Plan

The Test Management Plan (TMP) will be developed by a TMP team to ensure system function. The basis for the final TMP will be the preliminary.

6. Implementation/Conversion Plan

The Implementation/Conversion Plan (ICP) will be developed by a team dealing with implementation of the new system and conversion from the existing system. The preliminary plan will be the basis for the final plan.

7. Training Plan

The Training Plan will be developed by the training team during the development phase. The plan will be a deliverable.

B. Project Organization

The approach will be implemented by in-house staff and the contractor. IV-D obtains DP personnel through DOR-R&I. Upon receiving an ADP request, R&I first looks to it's own staff for assistance and if existing personnel resources are not sufficient, contractor personnel will constitute the only other qualified resource. In any event, the project staff will be dedicated to the accomplishment of the project objectives.

1. Contracted Personnel - State Policy

a) The Department of Administration, Information Systems Division shall be the first choice when contracting for professional personal services related to automated information systems.

b) When the Information Systems Division is unable to provide the necessary services, contracting with the private sector may be appropriate.

2. Develop Request for Quotation (RFQ) for a Specific Project

Under an RFQ different types of positions can be specified. The approval process involves many parties: State Data Processing Coordinator in the Governor's Office, Dept. of Administration; Information Systems Division; DOR/Director; & State IV-D Director.

C. Work Breakdown Structure

The work breakdown structure includes the definition of project milestones, project deliverables, and component tasks of the required work for the development and implementation of the proposed system. The Project Master Schedule presents the following project milestones, deliverables, and tasks.

1. Project Milestones

A. Preliminary Design Document Prepared. (9/01/83)

B. System Design document Written. (10/30/83)

C. Programming and Unit Testing Complete. (12/30/83)

D. System Testing and Training Manuals Complete. (3/31/84)

E. State Acceptance of Financial Management Subsystem. (6/30/84)

F. Case Acceptance of Case Management Subsystem (6/30/84)

G. Statewide Implementation Complete. (6/30/84)

2. Project Deliverables

The following project deliverables have been identified and will be prepared during the project. These deliverables will be reviewed and approved by the CSE review committee and the Computer Services Division of the Department of Administration.

A. Preliminary Design Document (9/01/83)

This document will present the preliminary design solution to the system requirements. The design solution will be stated in enough detail so that data base analysis and design can be performed.

B. Facilities Plan (10/30/83)

This document will define the hardware and software requirements for the development, implementation, and operation of the proposed system. The hardware will be acquired through the normal state purchasing procedures. Software acquisition and modification is the responsibility of the contractor. It is intended that the Facilities Management Plan will act as an agreement between the CSE review committee, Computer Services Division, and the Research and Information Division.

C. Training Plan (01/01/84)

This plan will define and schedule all tasks necessary to develop training materials and train the employees in the proposed system.

D. System Design Document (10/30/83)

This document is the key to development of the proposed system. It presents the design solution to the system requirements (problem specification). Programmers will write coding specifications from this document.

E. Test Plan (11/01/83)

This plan will present the methodology for testing the proposed system prior to implementation. This plan will also define the criteria for acceptance of the system by the CSE review committee and the Computer Services Division.

F. Coding Specifications Document (1/01/84)

This document contains system program documentation produced by the programmers.

G. System User Materials (3/31/84)

This deliverable will contain:

1) Training manual

2) Users manual

3) Operations manual

H. Case Initiation Subsystem Acceptance Report (6/30/84)

This report will present the acceptance criteria for the Case Initiation Subsystem and the fulfillment of that criteria by the system for approval by the State.

I. Case Management Subsystem Acceptance Report (6/30/84)

This report will present the acceptance criteria for the Case Management Subsystem and the fulfillment of that criteria by the system for approval by the State.

J. Financial Management Subsystem Acceptance Report (6/30/84)

This report will present the acceptance criteria for the Financial Management Subsystem and the fulfillment of that criteria by the system for approval by the State.

K. Reporting Subsystem Acceptance Report (6/30/84)

This report will present the acceptance criteria for the Reporting Subsystem and the fulfillment of that criteria by the system for approval by the State.

L. Statewide Implementation Evaluation Report (7/31/84)

This report will evaluate the programs in terms of successful implementation, corrective actions of deficiencies, and possible future capabilities.

3. Project Schedules, Staffing Plan, and Implementation Tasks

The work effort of the design, development, test, and implementation phases of the proposed system has been divided into component tasks.

A. Project Management Tasks

It is the responsibility of the CSE review committee, Computer Services Division and Research and Information Division to oversee the execution of these tasks. Contractor Development of:

Preliminary Design Document

(8/01/83 - 9/01/83)

Facilities Management Plan

(10/01/83 - 10/30/83)

Systems Design Document

(10/30/83)

B. Testing Tasks

The CSE Review Committee in conjunction with the Computer Services Division will review the acceptance criteria for the system as specified in the test plan. Authorized consent for implementation or required system retesting will be the responsibility of these individuals.

For the testing review the contractor will provide the committee with the following:

Coding Specifications Document

(01/01/84)

Case Initiation Subsystem Test

(01/01/84 - 01/31/84)

Case Management Subsystem Test

(01/01/84 - 01/31/84)

Financial Management Subsystem Test

(01/01/84 - 01/31/84)

Reporting Subsystem Test

(01/01/84 - 01/31/84)

NOTE: If testing is not successful within time frames indicated above, successful retesting must be completed by 02/28/84, to the satisfaction of the CSE review committee.

C. Training Tasks

The Training Team consisting of the Contracted Programmer, the Support Payments Manager, the Assistant CSEB Bureau Chief, and the Administrative Unit Supervisor will be responsible for the following tasks.

Development of Training Plan will be prepared and approved by CSEB Chief. (3/01/84)

Development of Training materials to include: (3/31/82)

. Training manual

. Users manual

. Operation manual

D. Implementation Tasks

The Contracted Programmer, Contracted Systems Analyst, the Support Payments Manager, the Assistant CSEB Chief, the Administrative Unit Supervisor, and the SPLS Unit Supervisor will be responsible for the system implementation at the State Office. (3/31/84)

The above mentioned individuals plus the corresponding Regional Supervisor will be responsible for system implementation at each Regional and Satellite Office. (6/30/84)